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LAND USE, POPULATION, and LAND USE PLAN UPDATE

GARNER, NORTH CAROLINA

ABSTRACT

TITLE.....Land Use, Population, and Land Use Plan Update

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SUBJECT.....Update of 1964 Land Use, Population, and Land Use
Plan - Prepared in 1964.

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LOCAL PLANNING

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ABSTRACT.....This updates the Land Use, Population, and Land Use
Plan prepared for Garner in 1964. By comparing the
changes that have occurred since 1964, a Land Use
Plan for 1990 has been prepared.

**LAND USE, POPULATION,
and
LAND USE PLAN UPDATE**

GARNER, NORTH CAROLINA

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LAND USE PLAN UPDATE - GARNER, N.C.

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INTRODUCTION

Everyday the physical character of Garner is changing. New streets are being constructed, new residential subdivisions are being started, new apartment complexes are being planned, and additional shopping facilities are being opened. Garner's population increased almost seven fold from 1940 to 1970. Garner's growth has been tied directly to the growth that has occurred in Raleigh, Wake County and the Research Triangle. Serving primarily as a residential satellite for commuters who work in Raleigh and the Research Triangle area, residential and commercial development in Garner is expected to continue at a steady pace.

This rapid growth has increased the pressure on the town government to expand public services and facilities. To assist the Garner Town Board of Aldermen in keeping abreast of the growth that has occurred since 1964, the town contracted with the Department of Natural and Economic Resources, Division of Community Services to update the 1964 Land Use Survey, Population and Land Use Plan and to prepare a Community Facilities Plan, and a Capital Improvements Budget. This work will help the town assess the growth that has occurred and help prepare itself for future growth.

The Community Facilities Plan is an inventory of existing community facilities and services, which are compared with standards tailored to meet local needs, with projections to handle future needs. The Capital Improvements Budget is a six year financial program designed to guide town officials in expanding community facilities and services in a preconceived manner, so that the town will know where it is going and how much it will cost.

Purpose of the Land Use Survey

The Land Use Survey is a detailed inventory of how each parcel of land in the Garner Planning Area* is used. The land use information was collected from a field survey in both 1964 and 1971 and recorded on a base map. Thus, a comparison for the seven year period is possible. This information will be analyzed to help determine past development problems and future trends.

Land Use Classification Systems

The 1964 Land Use Survey used the "Standardized Land Use Classification System" prepared by the North Carolina Chapter of the American Institute of Planners to classify each land use in the planning area. Since that time, the "Standard Land Use Coding Manual" has been prepared by the U.S. Departments of Commerce and Housing and Urban Development and has been generally accepted. The 1971 survey was conducted using the "Coding Manual." The following is a comparison of the two methods.

STANDARDIZED LAND USE CLASSIFICATION SYSTEM

RESIDENTIAL - includes single-family, two-family, multi-family and mobile homes.

PRODUCTION - includes all manufacturing and manufacturing services.

TRANSPORTATION - includes all street, highway, and railroad rights-of-way, and all communication facilities.

BUSINESS - includes all retail and wholesale trade.

STANDARD LAND USE CODING MANUAL

RESIDENTIAL - includes all household units, group quarters, hotels, and mobile home facilities.

MANUFACTURING - includes all manufacturing and manufacturing services.

TRANSPORTATION, COMMUNICATION AND UTILITIES - includes all modes of transportation and communication.

TRADE - includes all retail and wholesale trade.

*The Garner Planning Area is defined as all the land within a one mile radius of the corporate limits of Garner except for the mutual boundary negotiated with the City of Raleigh in the northwest.

SERVICE - includes professional services, business, government, and consumer services.

SOCIAL AND CULTURAL - includes educational, religious, recreation, medical and institutional uses.

OTHER - includes farm land (considered to be vacant) and other vacant uses.

OTHER -

SERVICES - includes all business, personal, professional, governmental, and educational services, including religious facilities.

CULTURAL, ENTERTAINMENT AND RECREATION - includes all cultural activities, amusement, recreational and park facilities.

RESOURCE PRODUCTION AND EXTRACTION - includes all agricultural, forestry and mining activities.

UNDEVELOPED LAND AND WATER AREAS - includes unused land areas, water areas, and vacant floor areas.

1) Residential - this classification is identical under both systems.

2) Manufacturing - this classification is identical to the Production classification used in the 1964 survey.

3) Transportation, Communication, and Utilities - this classification covers the same uses as the system used in the 1964 survey.

4) Trade - this classification is identical to the Business Classification used in 1964.

5) Services - this classification presents the greatest comparison problems. In the 1964 survey, services included only professional, consumer, and governmental uses. The 1971 survey also includes these uses, plus educational and religious uses.

6) Cultural, Entertainment, and Recreation - this classification compares with the 1964 Social and Cultural, minus religious and educational uses.

7) Resource Production and Extraction - in the 1971 survey this includes agricultural, forestry, and mining uses. This compares with the "Other" classification used in 1964, except that mining uses came under the Production Classification.

8) Undeveloped Land and Water Areas - this classification includes unused land, water areas, and vacant floor space. In the 1964 survey, these uses came under the "Other" category.

At this point it should be noted that the Resource Production and Extraction classification will include only agricultural related activities, forestry related activities and mining activities. Agriculture and forestry uses will be included in the Undeveloped Land and Water Areas. The reason for this is the difficulty in trying to determine how much land is being used for agricultural and forestry and how much is really undeveloped. Thus, all farm and forestry uses will be considered as undeveloped land.



TABLE 1 - LAND USE ACREAGES AND CHANGES FOR 1964 AND 1971 IN THE GARNER PLANNING AREA

	CORPORATE LIMITS			ONE MILE AREA			TOTAL PLANNING AREA		
	1964 Acres	1971 Acres	Change %	1964 Acres	1971 Acres	Change %	1964 Acres	1971 Acres	Change %
Residential	400.6	527.2	+ 31.8	435.7	777.3	+ 78.4	835.7	1,304.5	+ 56.1
Manufacturing	--	0.5	--	25.0	49.6	+ 98.4	25.0	50.1	+100.4
Transportation, Communications, and Utilities	213.4	248.7	+ 16.5	354.9	361.0	+ 1.7	568.3	609.7	+ 7.3
Trade	16.6	62.0	+273.5	13.9	60.8	+337.4	30.5	122.8	+302.6
Services	59.5	101.0	+ 69.7	23.3	138.0	+492.2	82.8	239.0	+188.6
Cultural, Enter- tainment and Recreation	1.8	4.4	+144.4	--	4.0	--	1.8	8.4	+366.7
Resource Production and Extraction	--	4.5	--	--	46.7	--	--	51.2	--
Total Developed Land	691.3	948.3	+ 37.2	852.8	1,437.4	+ 68.8	1,544.1	2,385.7	+ 54.5
Undeveloped Land and Water Areas	633.5	552.0	- 12.9	5,311.3	5,583.1	+ 5.1	5,944.8	6,135.1	+ 3.2
TOTAL LAND	1,324.8	1,500.3*	+ 13.2	6,164.1	7,020.5	+13.9	7,488.9	8,520.8	+ 13.8

* Increase due to annexation of adjacent territory.

DETAILED LAND USE

U.S. 70 divides the Garner Planning Area from northwest to southeast into almost two equal parts. Running parallel with and just north of U.S. 70 is the North Carolina Railroad. The oldest sections of Garner are located between and just north and south of these two facilities. The newer sections of Garner are located south of U.S. 70.

Residential Land Use

As previously mentioned, Garner is a residential satellite of Raleigh. It is a haven for those people who prefer small town living. Many only know Garner as they pass by on U.S. 70 on their travels to Raleigh and other western points. However, it is a thriving town which is becoming less dependent on the urban city of Raleigh.

The older residential areas of Garner, located between and around U.S. 70 and the North Carolina Railroad, are characterized generally by small lots and narrow streets, many of which are unpaved. A look at the Land Use Map will reveal that little thought was given to laying out the streets. Many have offsets, and deadend streets are common. These areas are generally occupied by Blacks and elderly whites.

Between 1964 and 1971 about ten percent of the vacant lots in the older sections of Garner were developed. Approximately twenty percent of the lots remain vacant and unused, even though water and sewer services and other urban amenities are readily available. Poor street layout and long, narrow lots make this area less desirable. This accounts for the large number of undeveloped lots in the area.

Most of the new residential areas are found south of U.S. 70. Generally, these areas are characterized by larger, well kept lots, and wide paved streets. The street layout generally conforms with modern

day practices. These areas provide an escape from urban living for the younger more affluent whites. Growth north of U.S. 70 has been limited because of Garner's inability to provide the area with water and sewer. Cloverdale, a subdivision of Garner which contains 280 houses, cannot be annexed because of the cost to provide water and sewer. The Hopedale subdivision is located adjacent to the southwestern town limits and contains 140 houses. It is served by water from Garner, and it can be served with sewer.

There are few vacant, platted lots in the newer areas of Garner (area located south of U.S. 70) - probably less than ten percent. Many of the vacant lots that existed in 1964 in this area have been developed. There are only two vacant lots in new subdivisions annexed between 1964 and 1971 (Heather Hills, Edgebrook, and Woodridge).

In the one mile area, one subdivision expanded and two others were recorded between 1964 and 1971. Approximately 35 percent of the platted lots in the one mile area are undeveloped.

Table 1 shows that between 1964 and 1971, residential land uses in Garner increased by 31.8 percent. However, it should be noted that little of this increase was caused by the development of land inside the corporate limits of Garner. Most of this increase was caused by annexation of new subdivisions.

Residential land uses in the one mile area increased by 78.4 percent between 1964 and 1971. There are 250 acres more of residential land use in the one mile area than in the corporate limits of Garner. This is the exception rather than the rule. (See Maps 1 and 2).

In the total planning area, residential land uses increased by 56.1 percent in seven years, and increased from 54.1 percent of the total developed land in 1964 to 54.7 percent in 1971. Thus, during the seven year period, residential growth in the one mile area was greater than in the town limits.

Housing Conditions

While the Land Use Survey was being conducted in the field, a "windshield survey" was also made of housing conditions in the Garner Planning Area. Each dwelling unit was graded according to its external appearance, using the 1960 Census of Housing rating system, as follows:

SOUND.....no defects, or only slight defects which normally are corrected during the course of regular maintenance. Examples of slight defects are lack of paint, missing shingles, and small cracks in exterior walls.

DETERIORATING.....needs more repair than would be provided during the course of regular maintenance. Such housing has one or more defects that must be corrected if it is to continue to provide safe and adequate shelter.

DILAPIDATED.....does not provide safe and adequate shelter. Such housing represents inadequate original construction, or has one or more critical defects; or a combination of minor defects so critical or wide spread that the structure should be extensively repaired, rebuilt, or torn down.

TABLE 2 - HOUSING CONDITIONS
1971 - GARNER PLANNING AREA

	<u>INSIDE</u>	<u>%</u>	<u>OUTSIDE</u>	<u>%</u>	<u>TOTAL</u>	<u>%</u>
Sound	1,276	86.9	1,292	92.4	2,568	89.6
Deteriorating	144	9.8	90	6.4	234	8.2
Dilapidated	47	3.3	16	1.2	63	2.2
TOTAL	1,467	100.0	1,398	100.0	2,865	100.0

Of the 2,865 dwelling units surveyed in the Planning Area, 17 were mobile homes and 182 were apartments, both duplexes and multi-family. Because Garner is a residential satellite of Raleigh, it has a unusually high percentage of sound, single-family dwelling units. Most of the deteriorating and dilapidated housing is found in the old sections of Garner. Many of these units are occupied by Blacks.

The 1970 Census of Housing changed its classification of dwelling units from that used in Table 2. Within the corporate limits of Garner, it rated the housing as follows:

OCCUPIED DWELLING UNITS.....	1,400
1) With all plumbing facilities.....	1,366
Owner Occupied.....	1,038
Renter Occupied.....	328
2) Lacking one or more plumbing facility.....	34
Owner Occupied.....	18
Renter Occupied.....	16
3) Vacant.....	<u>57</u>
Total Dwelling Unis....	1,457

Manufacturing

Since most Garner residents are commuters, it is not surprising that there is less than one acre of manufactuing uses in the town and only 50 acres in the one mile area. The 100 percent increase between 1964 and 1971 was caused by the expansion of an existing industry (Jesse Jones) and the location of one new industry (G.E. Bobbit and Associates). Both of these are located in the one mile area. A ready-mixed concrete plant is the only manufacturing use in Garner. (See Map 1).

The Garner Chamber of Commerce serves as the town's industry hunter. However, its efforts are somewhat limited by a shortage of water and sewer service and a lack of reasonable priced land.

Transportation, Communication, and Utilities

Streets and highways and the North Carolina Railroad account for most of the acreage in this classification. An electric substation, a telephone exchange facility and water and sewer facilities use small amounts of land. Between 1964 and 1971 there was an increase of 41.4 acres in this classification. New streets accounted for most of this increase (35.3 acres) and it occurred within the corporate limits of Garner. Thus, most new development in the one mile area occurred in existing subdivisions.

Trade

Prior to 1960 Garner residents not only depended on Raleigh as a place of employment, but also as its shopping center. Most shopping facilities in Garner catered to the day-to-day or convenience needs of the residents. The central business district, located south of the railroad, is only two blocks of old, lifeless, small retail stores and shops. The influx of people during the 1950's and 1960's brought increased demand for additional shopping facilities. The central business district apparently did not respond to this demand. Property values have declined and a large source of tax money is slowly drying up.

Two new shopping centers located at strategic points on U.S. 70 sprung up to satisfy the shopping appetites of the residents of Garner and the growing population of southern Wake County, and northern Harnett and Johnston Counties. A third shopping center is under construction just outside the planning area at the intersection of U.S. 70 and 401. The central business district has lost several tenants to the shopping centers.

In addition, numerous businesses have sprung up along U.S. 70, particularly outside of Garner's corporate limits. Most appear to be unchecked by zoning. The result has been unplanned, strip retail trade outlets which are interspersed among other land uses along North Carolina's main east-west highway. Traffic movements through this area are restricted, causing unnecessary traffic hazards. Other strip retail trade development can be found along S.R. 1004 (known as Garner Road), between Garner and Raleigh.

The increase in the Trade Classification can easily be seen in Table 1. The total Planning Area had a 302.6 percent increase in Trade Uses between 1964 and 1971. For the Total Planning Area, the 30.5 acres of land used for Trade in 1964 accounted for less than two percent of total developed land. In 1971, the 122.8 acres devoted to Trade uses accounted for 5.1 percent of the total developed land.

Services

There has also been rapid growth in the Services Classification since 1964. The Total Planning Area had an increase of 188.6 percent during the seven year period. In 1964 the 82.8 acres in the Services classification accounted for 5.4 percent of the total developed land. By 1971, the 239.0 acres accounted for 10.1 percent.

While service uses have increased substantially in both the corporate limits and in the one mile area, those uses in the one mile area increased by 492.2 percent between 1964 and 1971. In 1964 the 23.3 acres devoted to service uses in the one mile area accounted for 2.7 percent of the total developed land. This had increased to 9.6 percent of the total developed land in 1971. In the corporate limits, the 1964 service uses accounted for 8.6 percent of total developed land. This had increased to 10.7 percent in 1971.

A new school in both the one mile area and in the corporate limits of Garner accounted for the bulk of the acreage increase in the services classification between 1964 and 1971. The demand for business, personal and professional services has increased in relation to the increase in population. In the one mile area, there were two new construction-type services, which use large amounts of land.

Cultural, Entertainment, and Recreation

Land uses devoted to cultural, entertainment and recreation uses in the Garner Planning Area are very limited. Table 1 shows a large percentage increase between 1964 and 1971 for the total planning area, but this was only a 6.6 acre increase.

Inside Garner only 4.4 acres are used for cultural, entertainment, and recreation pursuits - the town library, one small undeveloped park and one ballfield.

In 1964 no land was used for this classification in the one mile area, and only 4.0 acres were counted in 1971. This included two private swimming pools and two night clubs.

The Town of Garner, in cooperation with local civic groups, operates an active summer recreation program, primarily for children. Facilities are leased by the Garner Recreation Commission. However, many residents of Garner probably depend on those recreation, cultural, and entertainment facilities provided by the City of Raleigh.

Resource Production and Extraction

In the 1964 Survey this classification was covered under "Other." Therefore, no comparison is possible with the 1971 Survey. The 4.5 acres in Garner included the SPCA Animal Shelter and a greenhouse. An egg processor and a rock quarry account for most of the 46.7 acres in the one mile area.

Total Developed Land

The amount of developed land increased by 54.5 percent between 1964 and 1971 in the total planning area. The largest increase came in the one mile area. While there is considerably more land in the one mile area than in the corporate limits of Garner, it is significant that there is more developed acres in the one mile area than there is in the corporate limits of Garner. The nearness of the City of Raleigh influences the amount of developed land outside of the incorporated limits of Garner.

Undeveloped Land and Water Areas

While there are several small lakes and other water areas in the Garner Planning Area, they are too small to be of significance for this survey. In the corporate limits of Garner the amount of undeveloped land decreased slightly, as is normal. The one mile area had a small increase for the seven year period, as it was increased by Garner's annexations.

For the total planning area there is adequate undeveloped land for future development. In the past there has been reluctance on the part of some land owners to sell land for uses other than single-family residences. This problem appears to have been overcome. One tract of land has been earmarked for a town house development and a large shopping center was completed in 1970.

Lack of water and sewer capacity is a problem for developing new land in the Garner Planning Area. Garner depends on Raleigh for part of its water supply, and its sewage is treated by the overloaded Raleigh sewage treatment plant. The addition of large water users and large sewage producers to the Garner water and sewer systems would require special permission from the City of Raleigh. However, most residential and small commercial users can be handled without difficulty.

A study of Garner's sewage collection system was prepared in 1969 by L.E. Wooten and Company. This study pointed out that there were five lift stations, four of which are located south of U.S. 70. Three of these are located south of the existing town limits. It was estimated that these four lift stations, with a total capacity of 7,500 population, were serving 5,800 population. Thus, present facilities could handle an additional population of 1,700. The sewage from these four lift stations is pumped to a lift station north of Garner. This lift station handles the sewage pumped from south of U.S. 70, and sewage which flows by gravity from the north side of U.S. 70. This lift station has a capacity of 10,200. The 1969 study estimated that it was only handling sewage from 6,860 population - 5,800 population south of U.S. 70 and 1,060 population north of U.S. 70. Thus, it was estimated that the northside lift station can handle sewage from an additional 3,340 population.

Barriers to Development

Limited capacity of the sewage collection system has been discussed. While there is room for new growth, the town officials must guide new growth if maximum use is to be made of sewage system. Most new residential growth is expected south of U.S. 70, but this area only has 50 percent of the sewage system's capacity. Therefore, town officials must encourage new growth north of U.S. 70.

The City of Raleigh and the Town of Garner have overlapping planning areas, and thus have agreed to a common boundary. Raleigh's corporate limits are expanding rapidly towards Garner from the north. This makes the area north of Garner less desirable for many people who came to Garner to escape "big city" living.

Since it is more expensive to serve scattered development, new development should be encouraged to take place in older areas of Garner to reduce the costs of water and sewer. However, many of the vacant lots in the older section of Garner are undesirable because of the following:

- a. Shape - most are deep, but narrow
- b. Poor street layout
- c. Lack of curb and gutter
- d. Lack of park and recreation facilities

Mixed land uses and a high traffic volume along U.S. 70 makes this area less desirable for residential uses, but has good potential for highway-oriented commercial uses. (See Map 1).

Development Potentials

The vacant land south of Garner's town limits is ideal for residential development. It is served or can easily be served by both water and sewer. The rolling topography is also conducive to residential development. The land located north of Garner, between Cloverdale and Creech Road has a good potential for residential development. It can be served by water and sewer. More residential development is also expected to take place south of U.S. 70 between Old Stage Road and the western town limits of Garner. A substantial number of lots in this area have already been platted. An elementary and a new high school help make this area attractive for residential use.

As previously discussed, the land along U.S. 70 will probably develop for commercial purposes. The access to most of U.S. 70 is not controlled by the N.C. State Highway Commission. Therefore, the town must exercise proper controls through zoning to insure that traffic can safely move through the U.S. 70 corridor. Land uses which generate small amounts of traffic, such as office and institutional uses, are more desirable than heavy traffic generators.

U.S. 70 and the North Carolina Railroad are attractive for industrial uses. One potential industrial site is located east of New Rand Road between U.S. 70 and the railroad. Another potential industrial site is located between the railroad and Loop Road in the northwestern section of Garner's Planning Area. The vacant land between Creech Road and the Jones Sausage Road also has the potential to be developed for industry. When long range sewage plans materialize, this area can be provided with sewage service.

The topography in the Garner area is rolling, with numerous creeks draining the area. These ribbons of thick green growth are very conducive for park and recreation development.





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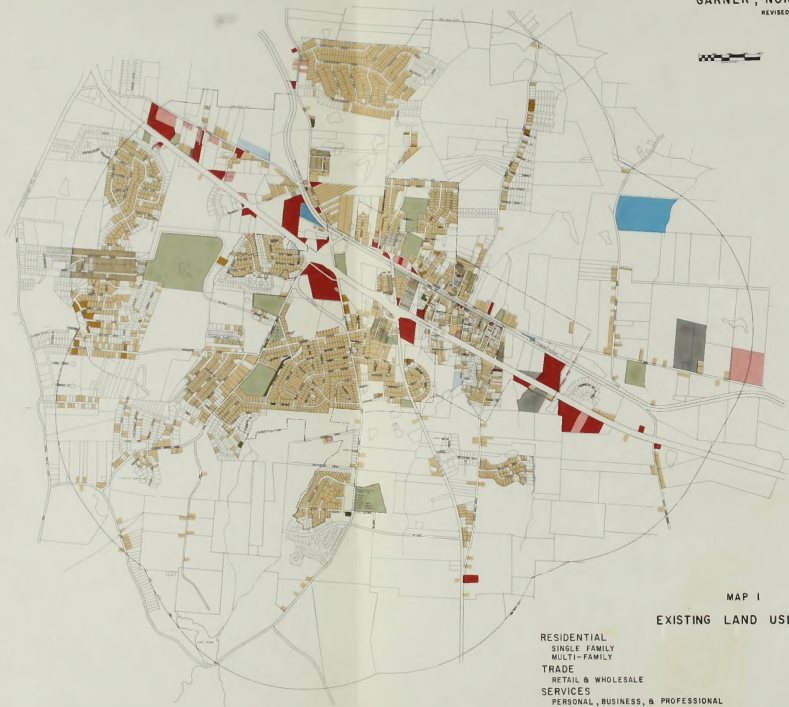
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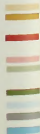
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MAP I

EXISTING LAND USE-1971

- RESIDENTIAL
 - SINGLE FAMILY
 - MULTI-FAMILY
- TRADE
- SERVICES
- PERSONAL, BUSINESS, & PROFESSIONAL
- GOVERNMENTAL, EDUCATIONAL, & CHURCHES
- CULTURAL, ENTERTAINMENT, & RECREATIONAL
- PRIVATE & PUBLIC
- TRANSPORTATION, COMMUNICATIONS, & UTILITIES
- RESOURCE PRODUCTION & EXTRACTION
- MANUFACTURING



GARNER, NORTH CAROLINA

REVISED JULY 1971



MAP 2

EXISTING LAND USE - 1964

- RESIDENTIAL
 - SINGLE FAMILY
 - MULTI-FAMILY
- TRADE
 - RETAIL & WHOLESALE
- SERVICES
 - PERSONAL, GOVERNMENTAL, & CONSUMER
- SOCIAL & CULTURAL
 - EDUCATIONAL, RELIGIOUS, & RECREATIONAL
- TRANSPORTATION, COMMUNICATIONS, & UTILITIES
- MANUFACTURING



CONCLUSIONS

The following conclusions about Garner's land use pattern can be extracted from the survey of land use in Garner:

- a) Being a residential satellite of Raleigh, residential land uses dominate in Garner.
- b) Most new residential development is occurring south of U.S. 70 and outside of the corporate limits of Garner.
- c) There are more acres of developed land in the one mile area than in the corporate limits of Garner.
- d) Since 1960, retail trade and service uses in Garner have grown at very rapid rates. Thus, there is less dependence on Raleigh as a shopping area.
- e) This commercial growth has been partially uncontrolled, resulting strip commercial uses along the four-lane U.S. 70.
- f) There is a general lack of cultural, entertainment, and recreational uses in Garner.
- g) There is adequate undeveloped land in the Garner planning area to handle anticipated future development. Growth in the one mile area should be controlled while the land use pattern is being determined and before development problems occur.

POPULATION

A brief study of Garner's population is necessary to complete the ground work for the Land Use Plan. By studying the past and present population, insight can be gained to aid in projecting the future population. This, in turn, will aid in projecting future land use needs.

Population Trends

Wake County's population has tripled since 1920, while Raleigh's population has increased five fold. Population in St. Mary's Township has increased almost 500 percent. The Town of Garner has increased its population by more than 1,200 percent in the 50 year period. This growth in both Garner and St. Mary's Township can be attributed to the growth of Raleigh.

Garner's growth has been at a high but steady pace each decade since 1920. Between 1950 and 1960, a 192.5 percent increase was recorded. The next decade produced a 42.7 percent increase.

TABLE 3 - POPULATION CHANGES 1920-1970

	1920	1930	% Change	1940	% Change	1950	% Change	1960	% Change	1970	% Change
Garner	376	476	+26.6	768	+61.3	1,180	+53.6	3,451	+192.5	4,923	+42.7
St. Mary's Township	3,567	3,647	+ 2.2	4,223	+15.8	5,200	+23.1	10,339	+ 98.8	16,536	+59.9
Raleigh	24,418	37,379	+53.1	46,897	+25.5	65,679	+40.0	93,931	+ 43.0	121,577	+29.4
Wake County	75,155	94,757	+26.1	109,544	+15.6	136,450	+24.6	169,082	+ 23.9	228,453	+35.1

Population Characteristics

While the 1970 Census has been completed, final tabulations are not yet completed. Most social indicators of the population are very sketchy. However, below is current available information.

AGE AND RACE - Table 4 gives the population distribution of Garner for 1960 and 1970. In 1960 there were 1,516 people under age 20 accounting for 43.9 percent of Garner's total population. By 1970, this age group numbered 2,049, but only accounted for 41.6 percent of the total population.

The 20-44 age group numbered 1,378 in 1960, accounting for 39.9 percent of the total population. By 1970, there were 1,851 in this age group. Numerically the age group increased, but it only accounted for 37.6 percent of the total population.

The 45-64 age group increased from 435 in 1960 to 815 in 1970. This group accounted for 12.6 percent of the population in 1960 and increased to 16.6 percent in 1970. Likewise, the 65 and older age group increased from 122 in 1960 to 208 in 1970 - a percentage increase from 3.5 to 4.2.

The conclusion is that Garner's population is becoming older. Low birth rates and longer life spans seem to be characteristics of the more affluent people.

Information about the population by race is limited. In 1960 the nonwhite population numbered 718, accounting for 20.8 percent of Garner's total population. By 1970, nonwhites had decreased to 697, accounting for only 14.2 percent of the population.

Future Population

Population forecasting is a means of obtaining estimates of the future population of a given area. Such estimates provide insight into the growth that is anticipated in Garner. They are also useful in preparing the Land Use Plan and the Community Facilities Plan.

TABLE 4 - POPULATION DISTRIBUTION BY AGE - GARNER - 1960 AND 1970

AGE GROUP	1960	PERCENT DISTRIBUTION	1970	PERCENT DISTRIBUTION
0- 4	488	14.1	434	8.8
5- 9	477	13.8	587	11.9
10-14	332	9.7	565	11.5
15-19	219	6.3	463	9.4
20-24	215	6.2	305	6.2
25-35	636	18.5	795	16.1
35-44	527	15.3	751	15.3
45-54	289	8.4	546	11.1
55-64	146	4.2	269	5.5
65+	122	3.5	208	4.2
TOTAL	3,451	100.0	4,923	100.0

The population projections prepared in 1964 came after the 1960 Census, which recorded a 192.5 percent population increase for Garner. Thus, the projection for 1970 of 5,700 and for 1980 of 8,500 are unduly high. The 1970 actual count was only 4,923. Projections for 1980 and 1990 will be somewhat lower than 1964 projections.

Tables 5,6,7, and 8 are different methods of projecting the population of Wake County and selected areas of the County. The 1980 and 1990 low projections for Garner are found in Table 7. The high projections for both 1980 and 1990 are found in Table 6. Table 6 seems to be unrealistically high. Garner's 1980 and 1990 population will most likely fall somewhere between the two extremes.

The projected 1980 population of Tables 5, 7, and 8 for Garner only varies about 200 between the high and the low. For 1990, the spread of these three tables is less than 1,200. Therefore, an average of the Tables 5, 7, and 8 will be used for the 1980 and 1990 population of Garner. For 1980 we will assume that the population will be 6,343, and for 1990, 8,223.

TABLE 5 - POPULATION PROJECTION* - 1980-1990

	1940	1950	% Change	1960	% Change	1970	% Change	1980	% Change	1990	% Change
Garner	768	1,180	+53.6	3,451	+192.5	4,923	+42.7	6,308	+28.1	8,017	+27.1
St. Mary's Township	4,223	5,200	+23.1	10,339	+ 98.8	16,536	+59.9	20,640	+24.8	25,787	+24.9
Raleigh	46,897	65,679	+40.0	93,931	+ 43.0	121,577	+29.4	146,470	+20.5	173,401	+18.4
Wake County	109,544	136,450	+24.6	169,082	+ 23.9	288,453	+35.1	268,089	+17.3	311,969	+16.4

* Arithmetic method of projection - asserts that a given numerical change in population from one point in time to another as exhibited in the past is the best means of extrapolating a future population trend. The point in time is 1940 to 1970 (U.S. Census figures). For example, the decade by decade numerical change for the 1940-1950, 1950-1960, and 1960-1970 decades in Garner Town is averaged, yielding an average decade numerical change. This was added to the 1970 population for the 1980 projection. The same steps are repeated for the 1990 projection, eliminating the 1940-1950 decade.

TABLE 6 - POPULATION PROJECTIONS* - 1980-1990

	1940	1950	% Change	1960	% Change	1970	% Change	1980	% Change	1990	% Change
Garner	768	1,180	+53.6	3,451	+192.5	4,923	+42.7	9,662	+96.2	20,333	+110.4
St. Mary's Township	4,223	5,200	+23.1	10,339	+ 98.8	16,536	+59.9	26,562	+60.6	45,988	+ 73.1
Raleigh	46,897	65,679	+40.0	93,931	+ 43.0	121,577	+29.4	167,167	+37.5	228,432	+ 36.6
Wake County	109,544	136,450	+24.6	169,082	+ 23.9	228,453	+35.1	293,108	+27.9	376,714	+ 29.0

* Geometric method of projection - asserts that a given percentage change in population from one point in time to another as exhibited in the past is the best indicator of the future trend in population. The point in time is 1940 to 1970 (U. S. Census figures). For example, the decade by decade percentage change of 1940-1950, 1950-1960, and 1960-1970 decades in Garner Town is averaged and added to 100 percent. The 1970 population is multiplied by 100+ percent to arrive at the 1980 projection. The same procedure is used to project the 1990 population, eliminating the 1940-1950 decade.

TABLE 7 - POPULATION PROJECTIONS* - 1980-1990

	1940	1950	% Change	1960	% Change	1970	% Change	1980	% Change	1990	% Change
Garner	768	1,180	+53.6	3,451	+192.5	4,923	+42.7	6,264	+27.2	7,738	+23.5
St. Mary's Township	4,223	5,200	+23.1	10,339	+ 98.8	16,536	+59.9	19,594	+18.5	22,802	+21.5
Raleigh	46,897	65,697	+40.0	93,931	+ 43.0	121,577	+29.4	145,094	+19.3	170,323	+15.1
Wake County	109,544	136,450	+24.6	169,082	+ 23.9	228,458	+35.1	258,222	+13.0	297,158	+15.1

*Least Squares method of project. This method uses regression analysis to compute a trend line "best fitting" the past population data of a given area. An algebraic relationship between population (y) and the point in time on which that population is recorded (x) is established for each area so that, for any date (x), a best estimate as to population (y) can be obtained. The basic formula is $y = a + bx$, where:

y = the population projection

a = the point where the trend line crosses the vertical axis

b = the calculated "best fitting" average change in population

x = the year for which the projection is to be made.

The point in time is 1940 to 1970 (U.S. Census figures).

TABLE 8 - POPULATION PROJECTIONS* - 1980-1990

	1950	% of County	1960	% of County	1970	% of County	1980	% of County	1990	% of County
Wake County	136,450	100	169,082	100	228,458	100	258,222	100	297,158	100
St. Mary's Township	5,200	3.8	10,339	6.1	16,536	7.2	20,658	8.0	26,744	9.0
Garner	1,180	0.9	3,451	2.0	4,923	2.2	6,456	2.5	8,914	3.0

*"Stepping Down" method of Projection - The population of Wake County is projected by the Least Squares Method (Table 6). St. Mary's Township and Garner's populations are stepped down. It is assumed that their growth is in direct proportion to that of Wake County.

LAND USE PLAN UPDATE - GARNER, N.C.

INTRODUCTION

The population projections show that Garner is anticipating a substantial population increase by 1990. Such increases will require additional land for residential uses, for commercial or business uses, and for more streets and roads. More land will also be needed for parks and playgrounds and for other governmental land uses. There will be more pressure on the town government to provide an adequate level of services. For these reasons, the Land Use Plan prepared in 1964 will be updated in light of the population growth and other physical changes that have occurred since then.

The Land Use Plan is a sound and business like means of providing for the physical development that is expected in the Garner Planning Area within the next twenty years. By designating those areas best suited for residential, commercial, industrial and other uses, the Board of Aldermen has an opportunity to coordinate the overall pattern of Garner's physical development.

The Board of Aldermen realizes that it must make decisions which retard or stimulate the development of privately owned property. The Land Use Plan is an official public document which establishes long-range, general policies which assist the Board in making the decisions that affect physical growth in Garner.

FUTURE LAND USE REQUIREMENTS

The demand for undeveloped land in the next two decades in the Garner Planning Area will be tied directly to the increase in population and the town's ability to provide urban services. Projections of land use requirements to 1990 are made in Table 10. These projections are based on the population projections made in Table 9 below. The 1970 population for the one mile area was derived from multiplying the population per household (3.51) for Garner according to 1970 U.S. Census, by the number of dwelling units (1,390) counted in the 1971 field survey, less those units constructed between April 1970 and June 1971, according to building permit records. The planning area population is estimated to be 9,654 in 1970 and projected to increase to 16,121 by 1990.

TABLE 9 - POPULATION PROJECTIONS FOR THE GARNER PLANNING AREA -1980-1990

	1970	1980	% CHANGE	1990	% CHANGE
Garner	4,923	6,343	+28.8	8,223	+29.6
One Mile Area	4,731*	6,094	+28.8	7,898	+29.6
TOTAL PLANNING AREA	9,654	12,437	+28.8	16,121	+29.6

SOURCE: Land Use Survey and Population Update.

*1970 population for one mile area estimated from 1971 dwelling unit count using 1970 Census County of 3.51 population per dwelling unit in Garner.

Table 10 anticipates that by 1990 an additional 1,418.2 acres of land will be developed. The 1980 plan projected that by 1980 an additional 1,180 acres of land would be needed for new development in Garner. While Table 10 covers 10 more years into the future, it only calls for 238 more acres of land for development than the 1980 plan. This difference is caused by the downward projection of population for 1990 from the overly ambitious projection made by the 1980 plan. The 1980 plan projected a population of 8,500 by 1980, while the 1990 plan only anticipates a population of 8,223 by 1990.

Much of the new development that is anticipated in the Garner Planning Area is expected to occur south of U.S. 70. Most of this land lies in the Lake Benson Watershed, which is one source of raw water for the City of Raleigh. State health laws require that all individual sewage disposal systems (septic tanks) be placed on lots with a minimum size of 40,000 square feet. The high cost of land in this area prohibits such large lots. Thus, most new development will be dependent on Garner's sewerage system.

TABLE 10 - PROJECTED LAND USE NEEDS 1970-1990 - FOR THE GARNER PLANNING AREA

Land Use	¹ 1971 Acreage	1971 Per 100 People	Additional Acres Needed By 1990	Total Acres Needed By 1990	Acres Shown On Land Use Plan Map	
					1980	1990
Residential	1,304.5	12.9	755.2	2,079.7	1,600	2,080
Trade & Service ²	168.3	1.7	102.2	270.5	80	250
Industrial (includes Manufacturing and Extraction)	101.3	1.0	60.1	161.4	445	450
Social and Cultural ³	201.9	2.0	120.2	322.1	125	230
Transportation	609.7	6.0	360.5	970.2	4	700
Total	2,385.7	---	1,418.2	3,803.9	2,250	2,805

¹Source: Field Survey conducted in June 1971.

²Includes business, personal and professional services. Governmental, religious, and educational acreages have been grouped with the Social and Cultural Classification.

³Social and Cultural includes governmental, religious, educational, cultural, and recreational uses.

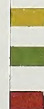
⁴1980 Plan did not include Thoroughfare Plan.

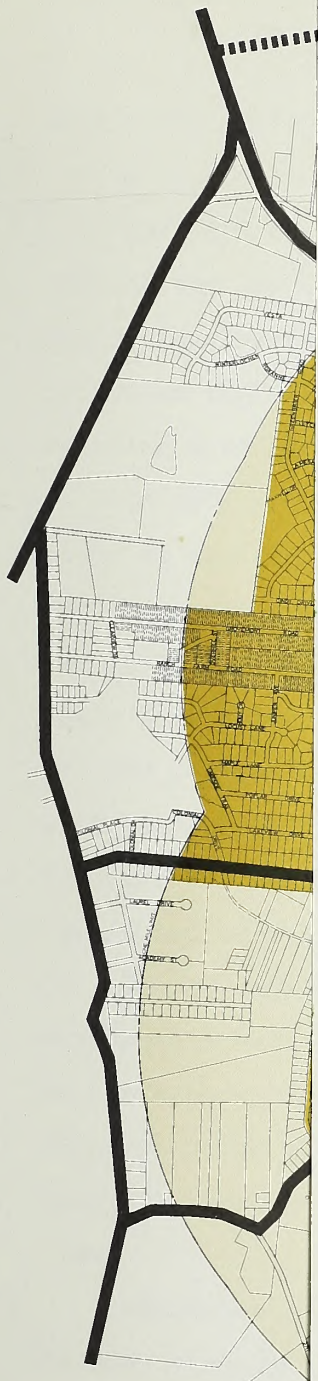


1980

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PROPOSED



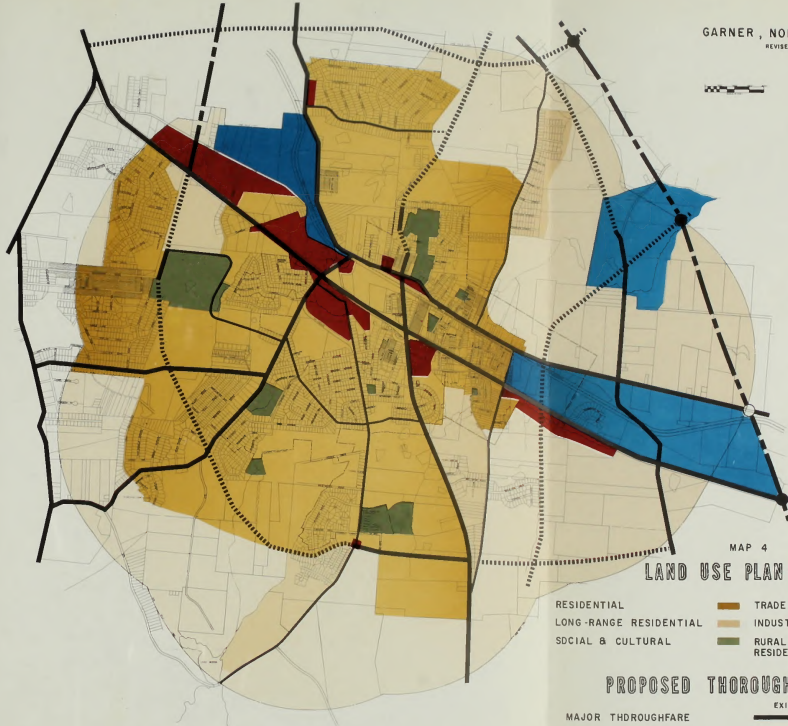




MAP 3

LAND USE PLAN - 1980

	EXISTING	PROPOSED
RESIDENTIAL		
SOCIAL & CULTURAL		
RETAIL		
WHOLESALE & MANUFACTURING		



MAP 4

LAND USE PLAN - 1990

RESIDENTIAL	TRADE & SERVICE	
LONG-RANGE RESIDENTIAL	INDUSTRIAL	
SOCIAL & CULTURAL	RURAL & LOW DENSITY RESIDENTIAL	

PROPOSED THOROUGHFARE PLAN

MAJOR THOROUGHFARE	EXISTING	PROPOSED
MINOR THOROUGHFARE		
FREWAYS		
INTERCHANGES		
GRADE SEPARATION		

RESIDENTIAL DEVELOPMENT

The 1980 Plan's population projections were for the Town of Garner and not the Garner Planning Area. The 1980 Plan anticipated a 5,050 population increase by 1980 for Garner, while the 1990 Plan (Table 9) estimates that there will be an additional 6,009 population in the Planning Area by 1990.

In 1964 it was estimated that by 1980, 520 acres of additional land would be needed for residential use. This figure was derived from the population projection made for 1980, divided by the population per family for 1960. This resulted in an additional 1,300 dwelling units. Assuming 2.5 dwelling units per acre, 520 acres of new land would be needed by 1980 for residential use. Table 10 projects that 775.2 acres of land will be needed for new residential acreage per 100 population. The differences in the two projections were caused by a decade further into the future and by a less optimistic population projection for 1990.

The 1990 Plan (Map 4) shows 2,080 acres of land set aside for residential use. This is approximately 775 acres more than was existing in the Garner Planning Area in 1971. These acreages include approximately 20 percent for street and road development necessary to serve residential lots. A total of 975 acres of new residential land is shown on Land Use Plan.

Since the 1980 Plan was prepared, directions of residential growth in some areas have become more apparent. Garner's growth south and west has been assured by the addition of the Buck Branch sewage pumping station and by the rapid expansion of Raleigh from the north. The 1980 Plan provided 250 acres of residential land south of the town limits. Heather

Hills subdivision developed in this area and is due to expand. The 1990 Plan shows 350 acres of residential land located south of Garner between N.C. 50 and Vandora Springs Road. Growth south of that shown on Map 4 cannot be served by existing sewage facilities. Preliminary engineering studies have been completed which call for a large sewage pumping station or sewage treatment plant located on Swift Creek below Lake Benson. This facility would serve most of the area between Garner and Lake Benson - considerably more land than is expected to develop in this area by 1990.

The 1980 Plan anticipated that most of the new residential growth would be single-family dwellings. The growth in apartments and mobile homes was not dealt with or analyzed.

The 1980 Plan set aside 450 acres of land west of Vandora Springs Road for residential development, even though it would be expensive to serve this area with sewer. The Buck Branch pumping station mentioned above was put into operation in 1969 and will serve most of the area with sewer. The 1990 Plan is less ambitious, showing 205 acres of land for new residential west of Vandora Springs Road. A portion of the 450 acres shown in the 1980 Plan was purchased by the Wake County School Board (50+ acres) and part of the area cannot be served by the Buck Branch facility.

Both Plans show approximately the same growth north of Garner. This area seems less desirable for residential use than areas west and south of Garner, because Raleigh is rapidly growing to Garner, but it should be emphasized that this is the area outside the existing town limits which can be served most economically with water and sewer. As was pointed out in the Land Use Survey, the Board of Aldermen should encourage growth where it can be served without large capital outlays for water and sewer.

Inside Garner both the 1980 and 1990 Plans set aside a 20 or 25 acre tract of land for residential development south of Seventh Avenue. This land is expected to be developed for garden apartments. Such multi-family dwelling units have just begun to have an impact on the housing market in Garner. Two other small apartment complexes have been constructed, one of which has recently expanded. Properly controlled, apartments are necessary and desirable, as they fulfill the housing needs of the young marrieds and of many elderly citizens. Generally, apartments raise the town's tax base substantially more than they cost the town for services. They also use land which is not particularly desirable or marketable for single-family residential use.

On the other hand improperly planned apartments tend to depreciate surrounding property values and create traffic problems. However, apartments can be a community asset if located in the right place, with adequate controls on off-street parking, open space, and landscaping.

Also inside Garner, there are numerous vacant lots and small tracts of land between U.S. 70 and the railroad. This area already has police and fire protection, garbage and trash collection, and storm drainage. Water and sewer service is readily available. This property could be used for single family dwellings or for apartments with little cost to the town. Such use would increase the tax base substantially.

The Garner Board of Aldermen should encourage the development of existing residential areas. Some of the steps the Town Board could take are as follows:

- a) require extensive improvements in new subdivisions through the enforcement of a subdivision ordinance;
- b) make the existing residential areas more desirable by sponsoring clean-up, fix-up, and paint-up campaigns;
- c) condemn and remove all unsafe and unsanitary housing through enforcement of a housing code;

- d) make existing residential areas more desirable by improving streets and by providing adequate recreation facilities (such as mini-parks), street name signs and street lighting.
- e) encourage land owners to replat the small lots;
- f) request the Planning Board to prepare a list of vacant lots which the owners desire to sell, and work with local real estate firms to develop this property;
- g) help reduce mixed and incompatible land uses in this area through strict enforcement of the zoning ordinance;
- h) use tax liens and other legal means to collect taxes on vacant property, thus causing some property to be sold to developers interested in building a tax-paying structure on the property.

Map 4 also shows four areas set aside for residential use which cannot be served by existing sewage facilities, and therefore, are not likely to develop until the latter part of 1980. The area south of Garner along Aversboro Road is an expansion of Heather Hills, which is planned to extend to Lake Benson. The area east of N.C. 50 can be served with sewer, but the area will not likely develop in the near future because more desirable land is available. A third area of approximately 40 acres is located east of Greenbrier Estates. This area is desirable for residential use, but sewer and water service are not now available and at this time not economically feasible to provide to this area. The fourth area is north of Garner along Creech Road. Water is available in this area, and sewer can be extended when more fully developed.

Since the 1980 Plan was prepared, the popularity of mobile homes has grown rapidly. In 1961, 90,000 mobile homes were sold nationally, accounting for only 6.2 percent of the total new housing market. By 1969, over 410,000 mobile homes were sold, accounting for 21.6 percent of all new dwelling units.¹ Mobile homes provide low-cost, adequate living

¹ PLANNING, ASPO, Vol. 37, Number 1, January 1971.

quarters for many families. However, this avenue of providing low-cost housing in Garner is blocked by the zoning ordinance, which excludes single-units. Requests for rezoning to permit mobile home parks have been unsuccessful. The 1964 Land Use Survey tallied only eleven homes in the Garner Planning Area. The 1971 survey showed an increase of six mobile homes. Properly designed and laid-out mobile home parks are needed in Garner. Like apartments, many of the young and elderly couples with limited space needs prefer mobile home living.

Trade and Service Development

For the purposes of simplicity, the trade and service classifications will be treated as one use on the 1990 Land Use Plan. The 1980 Plan's Retail and Service Category is comparable to Trade and Service Category. The acreages shown on Table 10 for this classification do not equal those shown on Table 1 in the Land Use Survey Update. Governmental, religious, and educational acreages have been separated from Services and grouped into the Social and Cultural Classification to simplify presenting the Land Use Plan Map.

In 1964 there were 30 acres of land devoted to commercial uses. The 1980 Plan only projected that 35 acres of new land would be needed by 1980. Table 10 shows that there were 168.3 acres of commercial (trade and services) land uses in 1971. The 1980 Plan recommended that the Town contain most of the new commercial uses in and around the existing shopping center (Forest Hills). Most of this increase between 1964 and 1971 was the new shopping center and new businesses located east and west of Garner on U.S. 70. Actually, Forest Hills Shopping Center has changed very little since 1964. However, there is a substantial amount of land within the shopping center which could be developed.

The 1980 Plan did not consider the Thoroughfare Plan in its location of new commercial uses. A Thoroughfare Plan for Raleigh, Cary, and Garner was adopted in 1967. At that time, there were no plans for the I-40 connector between I-85 and I-95. Now I-40 is proposed between Raleigh and Garner, just touching the Garner Planning Area near the northeastern boundary, in the vicinity of the Jesse Jones Company. The impact of this major thoroughfare is not known now, but it will attract highway-oriented businesses.

Table 10 projects that 102.2 acres of land will be needed for the Trade and Services use by 1990. This projection is based on 1971 acreages per 100 population. As mentioned above, growth in this classification between 1964 and 1971 has been rapid. While it appears that there will be adequate need for additional trade and service use through 1990, it is doubtful that such growth can be matched, or that the same ratio existing in 1971 will be necessary throughout the planning period. The Land Use Plan sets aside 250 acres of land for Trade and Service uses through 1990. This is an increase of some 80 acres over that existing in 1971.

The Central Business District (CBD) in Garner is a two block-long group of 15 stores and offices fronting on the railroad. Occupying approximately three acres of land, these stores and offices are the original CBD for the Town of Garner. Most of the buildings are old, dating back to the town's incorporation in 1905. Two new shopping centers seem to have lessened interest in the CBD, but few feel that the CBD will cease to exist.

In an effort to upgrade the CBD, the Town has provided new trash containers to replace painted barrels. Other possible improvements include the town providing planters, with garden clubs providing plants and upkeep. The town and Chamber of Commerce should also sponsor a store front improvements program in the CBD. Eventually the town should replace the sidewalks in the CBD.

The present CBD appears to be more of a convenience center catering to the day-to-day needs of shoppers who live nearby. It has no large chain grocery stores or other type outlets which attract shoppers outside of the immediate vicinity. Several CBD tenants have been lost to the newer shopping centers.

The 1990 Land Use Plan Map shows the CBD essentially unchanged. Any expansion would most likely take place east or west of the existing CBD. The town and the Garner Chamber of Commerce must work with the merchants and owners of the various businesses in the CBD in order to upgrade the CBD's image and to make the area more desirable as a shopping area. The town, working through the Chamber of Commerce, should encourage the merchants to adopt a "Plan of Action" which would set forth improvements needed for the CBD, the agency responsible for completing, and a timetable of scheduled completion dates.

In addition to the CBD, there are two shopping centers in Garner, which have a small degree of regional influence. Ease of access and unlimited parking, plus expanded lines of merchandise and services, enhance these areas as shopping centers.

The oldest of the two, Forest Hills, has never completely developed. Divided by a street, the largest portion (16 acres) was recently donated to a private college. This action should open the way for further development of this shopping center. Both the 1980 and 1990 Plans show further development of this center. Commercial type development is also expected to the east and north across U.S. 70.

The Plaza Shopping Center was opened in 1969. From the number and size of tenants, it is the largest shopping center. While it is fully developed, additional Trade and Service uses are expected to be attracted by its influence. Such new growth is shown on the 1990 Plan along N.C. 50 south.

A much larger shopping center is under construction northwest of Garner at the intersection of U.S. 70 and U.S. 401, and two other shopping centers are planned on U.S. 70 between Raleigh and Garner.

Trade and service uses which depend on highway traffic or require large display areas have been attracted to U.S. 70. These uses increased substantially between 1964 and 1971. The rate at which they are increasing appear to be unchecked by zoning by the Town or by denial of access permits by the State Highway Commission. Zoning which allows such strip development generally leads to an increase in traffic accidents and contributes to overburdened highways. When this occurs, the first step to correct this situation is to reduce the speed. More development leads to lower speeds and traffic lights to control the flow and movement of more vehicles. Once this "highway" is completely developed, motorists clamor for a bypass. A new bypass takes away the traffic these businesses need to survive. The result is lower tax values and the beginning of another vicious cycle.

The Garner Planning Board and the Board of Aldermen should think twice before rezoning additional land on U.S. 70 for business uses. Unlimited curb cuts must not be allowed. It is inevitable that U.S. 70 will develop. Access or frontage roads, clustering around a common access road, or other means of controlled access must be used before further development, residential, commercial, or industrial, takes place along U.S. 70.

Map 4 shows three main areas which are partially developed, but are expected to develop further. The Town Board should zone this property for trade and service uses, subject to approval of the method of access by the Planning Board.

INDUSTRIAL DEVELOPMENT

Industrial development plays a minor role in Garner, as most workers commute to Raleigh for employment. Table 10 shows that 101.3 acres were used for industrial purposes in 1971. Since 1964 the meat processing plant expanded and a steel building contractor located in the area. This growth has been in the one mile area. The meat processor uses none of the town's services, while the contractor uses both water and sewer.

There are several reasons why Garner has been unsuccessful in its quest for new industry. Low-paying industries find it difficult to compete with governmental jobs and with the higher-paying industries located in Raleigh and the Research Triangle. The higher paying jobs require skilled or semiskilled workers; these are not available in large numbers. Lack of land at reasonable costs also has prevented new industry from locating in Garner.

The 1980 Plan projected a need of 59 more acres for industrial use. Between 1964 and 1971 industrial uses increased from 25 acres to 101* acres, surpassing the 1980 projection. Table 10 projects a need for an additional 60 acres by 1990 in Garner's Planning Area. This projection method assumes that the existing acreage of a particular land use is adequate. This is not the case in Garner. One new industry could easily use the 60 acres.

The 1990 Plan map shows a total of 450 acres for industrial uses to provide a variety of sites. The 1980 Plan set aside 445 acres for industrial use. The general location for industrial is the same for both Plans.

* This includes a rock quarry which was included in the Resource Production and Extraction in the Land Use Survey Update.

The 1990 Plan shows 225 acres in the eastern part of Garner between U.S. 70 and the railroad. This site is partially within the corporate limits of Garner. It can be served with both water and sewer. One small tract of this land was recently purchased by a soft drink bottling company, which plans to build a bottling plant, and to develop a small industrial complex on the remaining part.

The second site is northeast of Garner on S.R. 2547. The Jesse Jones Company is located within this 200 acre site. Neither water nor sewer is presently available, but water can be provided, and the long range sewage plans put this site within its service area. This site has recently been enhanced by the proposed location of I-40 nearby.

The third site is located northwest of Garner, along the North Carolina Railroad. The 1980 Plan shows 170 acres, while the 1990 Plan set aside 100 acres for industrial use. Most of the 70 acre difference is shown in the trade and service category on the 1990 Plan.

At the present, industrial promotion is being handled by the Garner Chamber of Commerce. Wake County has no staff which promotes industrial development in local communities. Thus, the Garner Chamber of Commerce should form a local development group to promote new industry in the Garner Planning Area. Securing adequate industrial sites and working with interested prospects would be the major task of this group. Assistance is available from the Division of Commerce and Industry, N.C. Department of Natural and Economic Resources.

Social and Cultural

The 1980 Plan projected a need of approximately 250 acres of land devoted to social and cultural uses by 1980. In 1971, there were 202 acres in the category. Most of the growth was in two new schools and new churches in the area. There was little or no growth in governmental or recreation uses between 1964 and 1971. The 1980 Plan recommended that the town

acquire and equip large park sites and provide small playgrounds within each neighborhood. Specific sites were not designated, except "near schools or creek areas." These recommendations have not been followed, but they helped prod the town into an active summer recreation program, using local school facilities. Civic groups have played a major role in this program.

Table 10 projects an additional need of 120 acres of land for social and cultural uses by 1990. Recreation alone will need almost this much land by 1990. Map 4 shows 230 acres of land for social and cultural uses. Approximately 100 of these acres will be needed for recreational uses. The Community Facilities Plan deals with the Development of specific sites.

The most widely used standard for recreation uses is one acre for each one hundred population. In order for Garner to meet this standard, 160 acres of recreation space would be needed by 1990. As Garner has no acres devoted to recreation uses now, it would be almost impossible for it to acquire 160 acres for recreation. Using federal assistance from HUD, donations from local civic groups, gifts of land and equipment from interested citizens and local tax monies, the town should have the capacity to acquire 100 acres for recreation purposes by 1990. This would provide an acre for each 150 persons.

At the present, Garner has a good active recreation program for children, but few passive programs for adults. There are no areas presently available for picnicking, nature trails, etc. The Town, in cooperation with local civic clubs, leases space from the county schools to conduct the recreation program.

Where should parks and recreation space be located? Low areas along drainage ways often are used for park development. Normally this land is not marketable because of periodic flooding. Sites adjacent to school sites often can be combined to make use of the school facilities.

There is a small park of three acres along a creek adjacent to the Vandora Springs Road School. Garner should take advantage of similar situations at the Aversboro School, the Garner Senior High School, and the Garner High School where creeks are nearby. Large community parks should be developed in these areas. Smaller neighborhood parks should be developed to serve smaller children. Some possible locations are shown on Map 4.

The remaining 100 acres of land will be needed for churches, schools, and governmental uses. Garner desperately needs a new Town Hall. If adequate land can be found, it should be located in the area between U.S. 70 and the North Carolina Railroad. The property in this area is less desirable than that south of U.S. 70. Map 4 shows the 230 acres for recreation and schools, but churches and governmental uses are not shown as they will be scattered through the town, primarily in residential areas.

RURAL AND LOW DENSITY RESIDENTIAL

On the outer fringes of Garner's Planning Area is a large amount of land designated for rural and low-density residential use.

TRANSPORTATION, COMMUNICATIONS, AND UTILITIES

The 1980 Plan did not include a Thoroughfare Plan for the Garner Planning Area. However, the Plan called for an additional 389 acres for transportation by 1980. This was 33 percent of the total additional acres anticipated by 1980. In Table 10, Transportation accounted for approximately 25 percent of all additional uses by 1990. This is more in line with current practices.

In addition to streets and roads, this classification also includes the railroad, and a very small amount of land is devoted to communications and utilities. Yet, streets and roads account for 90 per cent of the land in this classification. Growth of uses for communications, utilities, and the railroad is expected to be small, with most of the new acreages to be used for new streets and roads.

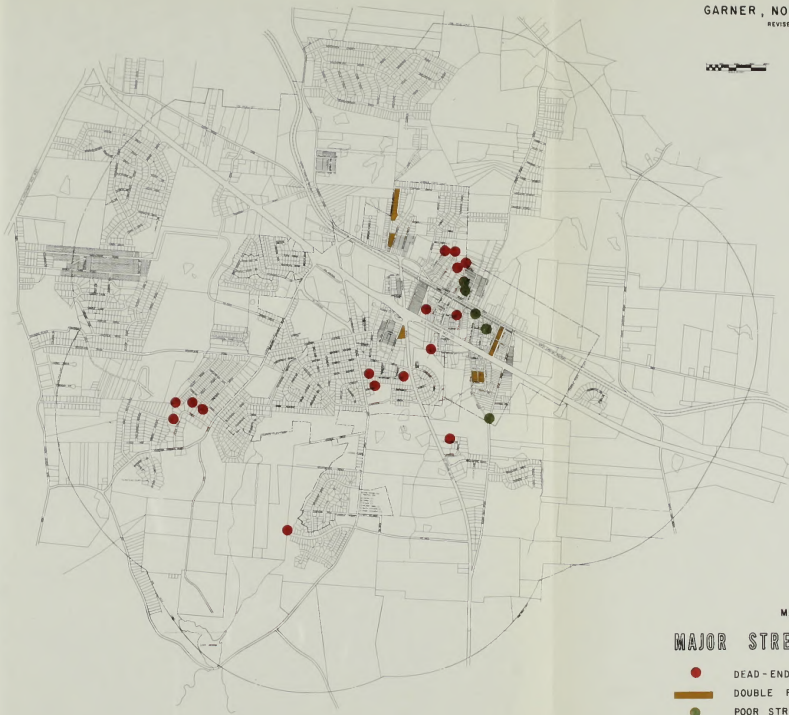
A review of Garner's street system reveals that little forethought and planning was given to laying out the original section of the town. The streets seem to have been constructed on a piecemeal bases. The result in numerous deadend streets, poorly aligned streets, and many streets with inadequate rights-of-way.

Poor street alignment creates hazardous intersections. Examples of this are found where Harper Street intersects with Lee Avenue (See Map 5), and where Griffin, Jones, and Emory Streets intersect. These problems can only be solved by acquiring additional right-of-way and realigning the streets to eliminate those hazardous intersections.

Deadend streets without proper turnarounds make it difficult for fire trucks and other service vehicles to turn around. Where possible, these deadend streets should be continued to connect with existing streets. Berkshire Drive should be continued to connect with both Aversboro Road and N.C. 50. Queen Street should continue into Lawndale Street. Haywood Street and Terry Ann Drive should be continued into N.C. 50. Cedar Lane and Harper Street should tie into Powell Drive. Kelly Road, Valley Road, and Pineview Drive should all be continued before the right-of-way is developed, as is the case on Pearl and Buffaloe Streets, the Town should purchase enough land for a turnaround.

In addition, double frontage lots are found on Bagwell Street, Laws Street, Weston Road, and St. Mary's Street. (See Map 5). Many of these problems would not exist had the town been enforcing subdivision regulations when this property was developed. Improvements can readily be seen in the new subdivisions where design standards were enforced.





MAP 5

MAJOR STREET PROBLEMS

- DEAD-END STREETS
- DOUBLE FRONTAGE LOTS
- POOR STREET ALIGNMENT

Unpaved streets are a major problem in most small towns in North Carolina. But, only 12 percent of Garner's streets are unpaved. Most of these unpaved streets are in the older sections of Garner, but they serve lots which are undeveloped for the most part. The Community Facilities Plan and Capital Improvements Budget lists those streets which should be repaved and establishes priorities for paving.

In 1967 the N.C. State Highway Commission prepared and adopted a Thoroughfare Plan for Raleigh, Cary and Garner. Recent interest in connecting I-85 and I-95 with an I-40 extension has brought about the proposed Thoroughfare shown on Map 4. Garner's responsibility for implementing this Thoroughfare Plan starts with working with the Highway Commission in acquiring rights-of-way for these streets and roads. In addition, the I-40 connector has eliminated Hammond and New Hope Roads and realigned Raleigh Boulevard.

It should be noted that the location of I-40 shown on Map 4 is one of several proposed locations. Should I-40 be constructed as shown, the potential for both commercial and industrial uses would be greatly enhanced.

Garner enforces subdivision regulations in its Planning Area. These regulations seem to be administered adequately. Most improvements are required to be installed before final approval, and the design standards meet the minimum requirements. The ordinance requires that sidewalks be installed, but this provision is not enforced.

PLAN IMPLEMENTATION

The Garner Planning Board should do more than just handle zoning cases. It should do what its name implies - that is, it should plan for Garner's future. It has a genuine opportunity to be instrumental in the physical, social, and economic growth of Garner.

Preparing a Land Use Plan is a responsibility recently conveyed to the Planning Board by the Garner Board of Aldermen. Preparation of this Plan is only half of the task. Getting this Plan adopted by the Town Board and accepted by the general public is the next step. To do this the Planning Board members must become totally involved in the planning process in Garner. Local civic groups should be informed of the Plan's principles and purposes in an effort for total community involvement. Public support will generate support by the Board of Aldermen who have final authority for implementation.

Once a Land Use Plan has been completed and adopted, it is the Board of Aldermen's responsibility to use this Plan in making decisions which affect Garner's physical development. The Plan must be used on a daily basis, if it is to be effective.

All planning in the Garner Planning Area should be done in cooperation with the regional context of the Research Triangle Planning Commission.

Summary of Recommendations

- 1) The Garner Board of Aldermen should encourage the development of existing residential areas when town services are existing, thus, requiring little or no increase in cost to service this area with water, sewer, etc. Suggested steps to accomplish this are as follows:
 - a) require extensive improvements in subdivisions where town services are not readily available, thus, requiring those who benefit to bear the costs;

- b) make existing residential areas more desirable by clean-up, fix-up, and paint-up campaigns, by removing unsafe and unsanitary housing, by improving streets, by providing recreation facilities in the neighborhoods, and by providing adequate street lighting;
 - c) request Planning Board to prepare list of vacant lots which are for sale, and work with local realtors to develop this property;
 - d) reduce incompatible land uses through zoning enforcement; and
 - e) use tax liens and other legal means to collect taxes on vacant property, thus causing some of this property to be sold for development.
- 2) If new development is to be located outside of Garner, the town should encourage such development to occur north of Garner where water and sewer can be provided economically.
 - 3) The demand for apartments and mobile homes has grown rapidly. Garner should provide for both these styles of living by making provisions for them in its zoning ordinance.
 - 4) The Town and the Chamber of Commerce should carry through on its plans to upgrade the CBD. A "Plan of Action" should be adopted which sets forth needed improvements, the agency responsible for completing the project, and a schedule of timetable for completion of projects.
 - 5) Further development of property along U.S. 70 for commercial uses without proper controls will hasten the decline of U.S. 70 for through traffic. New commercial enterprises should be encouraged to locate in one of the shopping centers. The further development of Forest Hills Shopping Center would help the tax base while not creating traffic problems along U.S. 70.
 - 6) The Chamber of Commerce is encouraged to form an industrial promotion group (commission or committee) to actively seek prime industrial sites and to work with industrial prospects.
 - 7) The Town of Garner is encouraged to provide adequate recreation facilities for its citizens.

